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O'NEILL & BORGES ...

250 Muñoz Rivera Avenue, Suite 800 San Juan, Puerto Rico 00918-1813

JERRY LUCAS MARRERO MEMBER 787-282-5729 TELEPHONE: (787) 764-8181 TELECOPIER: (787) 753-8944 JERRY, MARRERO © ON EILL BORGES, COM

RECIBIDO

September 7, 2018

BY MESSENGER

Hon. Tania Vázquez Rivera
Secretary
Puerto Rico Department of Natural and Environmental Resources
Environmental Agency Building – Cruz A. Matos
San José Industrial Park
1375 Ponce de León Avenue
San Juan, PR 00926-2604

onmental Resources latos

Re:

Environmental Quality Board v. AES Puerto Rico, LP Administrative Order No: OA-18-TE-068

Response to Request for Documents and Information

Dear Mrs. Vázquez Rivera:

On behalf of our client, AES Puerto Rico, LP ("AESPR"), we acknowledge receipt of the Administrative Order in reference (the "Order") and, within the timeframe required by the Puerto Rico Department of Natural and Environmental Resources ("DNER"), we herewith submit documents and information responsive to the Order.²

First and foremost and as it is further explained below, AESPR hereby responds to the Order and provides documents and information responsive to the Order in good faith without acknowledging DNER's jurisdiction to issue the Order and without any admission of any allegation of facts or law or conclusion of law that DNER or any may make or reach as a result of the Order and AESPR response to the same.

AESPR hereby also reminds the DNER of its legal obligations pursuant Article 17 of the Puerto Rico Environmental Public Policy Act³ regarding the *de jure* confidential nature of the information provided herewith related to AESPR's production, production processes and sales,

¹ Pursuant to Act 171 of August 2, 2018, the Environmental Quality Board (EQB) has been dissolved and merged into the DNER. According to Section 92 of Act 171, any prior reference to EQB in any law, regulation or official document of the Government, shall be deemed to refer to the DNER. References to Presidents or Executive Directors and to the EQB's Governing Board in any law, regulation or official document of the Government, shall be now deemed a reference to the DNER's Secretary.

² Note that we are submitting this response in the English language for the benefit of the U.S. Environmental Protection Agency who is being copied with this response.

³ Act 416 of 2004.

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among others.⁴ Accordingly, AESPR's response to the Order does not constitute and shall not be interpreted or construed in any way whatsoever as an expressed consent to the disclosure of AESPR's information and documents provided herein. Accordingly, AESPR's business information shall not be made public or available to the public.

I. Jurisdiction and facts

The Order is purportedly based on DNER's powers pursuant Article 9 A (4) of Act 416-2004 to investigate and verify compliance with Act 416-2004 and the regulations promulgated thereunder. The Order also provides that AESPR's activities are regulated under DNER's Regulation for the Management of Nonhazardous Waste (Regulation No. 5717)⁵ and under the Regulation for the Control of Atmospheric Pollution (Regulation No. 5300).

Notwithstanding the foregoing, we note that the Order does not require any information or document related to AESPR compliance with any particular or specific Section of Act 416, Regulation 5717 or Regulation 5300. Instead, it broadly requires certain documents and information associated with *Coal Combustion Residuals* (CCR's) - governed under Act 40-2017 and under which, admittedly, the EQB did not and DNER has not issued any regulations yet. Thus, the requirements in the Order are not aimed at "verifying compliance with" any specific provision of Act 416-2004 or any of the regulations referenced in the Order. 6

Nonetheless, AESPR is responding to the Order in good faith as the Order requires no further action from AESPR and does not provide for a proposed fine or penalty or administrative hearing. However, AESPR expressly reserves its right to object to DNER's jurisdiction and power to issue the Order or any particular individual request, as well any other available defense including, but not limited to, a potential preemption defense resulting from the recently adopted federal Water Infrastructure Improvements for the Nation Act of 2016 (WIIN Act).

⁴ See, 12 L.P.R.A. § 8002kA.

⁵ As the DNER should be aware, Civil Action No. KAC-2015-0581, AES Puerto Rico, L.P., v. Junta de Calidad Ambiental, is a case currently pending before the Puerto Rico Court of First Instance. The applicability of Regulation No. 5717 to AESPR is being questioned and challenged by AESPR and is precisely an issue which still remains sub judice in the case. Thus, AESPR maintains its position and expressly oppose that its operations related, among others, to the generation of ashes (fly and bottom) and their use for the manufacturing of the aggregate known and registered as Agremax for its beneficial uses or otherwise, are subject to Regulation No. 5717.

Moreover, Article 5 of Act 40-2017 imposes upon the DNER the duty to issue the necessary regulations to implement the requirements of the Act. While it is expressly established that the DNER's inaction under Article 5 should not constitute an impediment for the law to take effect, we understand that an investigative procedure such as the one promoted by the Order should be clearly delineated in the agency's regulation to safeguard, at the least, the due process of law. Otherwise, an investigated party may not have a clear understanding of its rights and obligations; may not be able to determine whether the Order constitutes a reasonable and pertinent request; or have the benefit of a specific process to question the legality of any potential non-pertinent request. See, D. Fernández; Derecho Administrativo y Ley de Procedimiento Administrativo Uniforme; 3rd Ed. 2013; p.285.

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II. Agremax[™] is neither Coal Ash nor Coal Combustion Residual under Act 40-2017

Now, prior to addressing DNER's request for the production of certain documents and information related to coal ash, coal residuals or the mix of coal combustion residuals, it is necessary to provide a brief and clear overview of the definitions and prohibitions established under Act 40-2017 - referenced by DNER in the Order.

First, Act 40-2017 contains two specific prohibitions which are applicable only in the presence of two specific defined terms. The first prohibition forbids the "deposit or disposal" of "coal ash" or "coal combustion residuals" within the territory of the Government of Puerto Rico⁷. The second prohibition forbids "storing coal ash or coal combustion residuals" within the territory of Puerto Rico for more than 180 days. Both, "deposit or disposal" and "coal combustion residuals" are defined terms in Act 40-2017. Consequently, materials or actions outside the purview of these definitions are and will be outside the scope of the prohibitions in Act 40-2017. We explain.

a. Definition of "coal ash or coal combustion residuals"

For purposes of Act 40-2017, "coal ash or coal combustion residuals" are "the materials resulting from the combustion of coal in energy generating facilities: namely, Fly Ash,[] bottom ash[], boiler slag[], and flue gas desulfurization gypsum."

In contrast, Agremax[™] is a rock-like product (manufactured aggregate) resulting from a manufacturing process that uses coal combustion residuals and water. It is a manufactured product that can and has been beneficially used in multiple scenarios and applications. Agremax[™] is not a material "resulting from the combustion of coal." As such, it falls outside of the "coal combustion residuals" definition in Act 40-2017. This position is supported by the legislative intent incorporated into the Committee's Report recommending the approval of Act 40-2017.

Is important to note, that H.B.81 clearly defines what "coal ash or coal combustion residuals" [generated] in energy facilities are. [The Bill] specifically explains that these are fly ash,[] bottom ash[], boiler slag[], and flue gas desulfurization gypsum. Any other material, residual, or product [related to] the production of energy that is not specified in H.B. 81 can be disposed and used in any commercial beneficial use as established by federal or local government agencies.⁹

Furthermore, it is worth noting that on January 12, 2018, citing the same legislative history, the Puerto Rico Court of Appeals validated AESPR's interpretation of Act 40. The Court

⁷ See, Article 3.a, Act 40-2017.

⁸ See, Article 2, Act 40-2017.

⁹ See, House Committee on Transportation and Infrastructure; Positive Report on H.B 81, July 25, 2017 at pages 4-5.

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indicated that:

[i]n other words, Act 40-2017 prohibits the deposit and disposal of "fly ash" (light ash), "bottom ash" (background or heavy ash), "boiler slag" (waste of boiler), and "flue gas desulfurization gypsum" (flue gas desulfurized gypsum), but not the Agremax or "rock ash". [...] [T]he legislator clearly had the intention of not to include, but to allow, the deposit and disposition of Agremax[].

As Agremax[™] falls outside the definition of "coal ash" or "coal combustion residuals" of Act 40-2017, it inevitably falls outside the reach of the prohibitions established therein. Again, the prohibition set forth in Article 3.b is limited to the defined "coal ash and coal combustion residues" and, thus, it is not applicable to any other material – as the Agremax ...

b. AESPR's voluntary production of Agremax[™] - related information

AESPR understands that DNER may reasonably request certain information and documents pertaining to "coal combustion residuals" and "coal ash", as these terms are defined in Act 40-2017. Because AESPR generates "coal ash" and "coal combustion residuals" and uses them as a raw material for the manufacturing of Agremax[™], it understands that making Agremax[™] information available will assist DNER in having a better understanding of the information and documents that are being produced in response to the Order. However, AESPR's decision and good faith in this regard, as mentioned before, shall not be interpreted or construed in any way whatsoever as an admission or consent that Agremax or its manufacturing and inventory is subject to the prohibitions set forth in Act 40-2017 or Regulation 5717.

III. Production of Documents and Information

For ease of reference, we now address DNER's request using the same item number in the Order.

1. Detail[s] of the amount of tons generated last year.

Response:

- a. Fly Ash 103,521.17 short tons.
- b. Bed (Bottom) Ash -25,880.29 short tons.
- c. Agremax -168,221.89 short tons.
- 2. Detail[s] of the amount distributed and/or removed from the facilities of the company during the last year.

Response:

- a. Fly Ash None.
- b. Bed Ash None.

Comité Pro Salud v. Junta de Calidad Ambiental, 2018 WL 835044 (2018) at pages 5-6.

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c. Agremax[™] – All of the Agremax[™] distributed or removed from AESPR facility during the last year was moved by barge to the continental United States. AESPR contracted with Keystone Properties, LLC to handle the shipments. Below is the detail of each shipment:

Date	Amount (in short tons)	Material	Carrier
August 10, 2017	13,515.98	Agremax	Keystone Properties LLC
August 27, 2017	14,409.53	Agremax	Keystone Properties LLC
March16, 2018	35,387.60	Agremax	Keystone Properties LLC
April 6, 2018	35,675.46	Agremax [™]	Keystone Properties LLC
May 9, 2018	36,315.83	Agremax TM	Keystone Properties LLC
August 11, 2018	26,714.44	Agremax	Keystone Properties LLC

3. Provide last year's transportation manifests.

Response: Attached are the Bills of Lading for each AgremaxTM barge shipment. Note that no manifest is necessary to ship AgremaxTM, as AgremaxTM is not a hazardous solid waste or a non-hazardous solid waste.

4. Provide sales receipts for the last year.

Response: There was no sale of Fly Ash, Bottom Ash or Agremax ™ last year.

5. Date on which it was generated.

Response: a. Fly Ash - Fly Ash is generated daily when any of the power generation units is in operation. The amount of Fly Ash generated fluctuates depending on the operation of the power generation units.

b. Bed Ash – Bed Ash is also generated daily when any of the power generation units is operational. The amount of Bed Ash generated also fluctuates depending on the operation of the power generation units.

c. Agremax $^{\text{TM}}$ – This aggregate product is generally manufactured Monday to Friday and generally when any of the power generating units is operational.

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6. How much time has it been stored at the location.

Response: a. Fly Ash – The Fly Ash is stored in closed silos. They are being used for the manufacture of Agremax $^{\text{TM}}$ - in an enclosed point/location called the "pug-mill."

b. Bed Ash – The Bed Ash is also stored in closed silos. They are also used for the manufacture of Agremax TM in the "pug-mill."

c. Agremax The inventory of Agremax is stored in an area located at the south of the facility as provided in the original design of the plant site as approved by the Puerto Rico government. The newly manufactured Agremax material is safely placed in this storage area with the previously manufactured Agremax from which the Agremax is moved/transported as needed.

7. Purpose for storing.

Response: Fly Ash and Bed Ash are only stored in closed silos and used, from there, for the manufacturing of AgremaxTM. AgremaxTM is stored at the designated storage area pending its beneficial use in accepted applications.¹¹

8. List of clients or receptors during last year.

Response: Keystone Properties, LLC.

9. Measures taken to comply with Act 40-2017.

Response: Fly Ash and Bed Ash are safely stored in enclosed silos in compliance with Act 40-2017. These materials are used for the manufacturing of Agremax[™]. Currently, no Fly Ash or Bottom Ash or any "coal combustion residuals," as defined in Act 40-2017, is "disposed of" or "deposited" by AESPR in any Puerto Rico roads or lands including sanitary landfills or bodies of water within the territory of the Government of Puerto Rico as required under Art. 3a.

III. Conclusion and Plead

Based on the foregoing and the production of documents and information herewith, we respectfully request that DNER acknowledge receipt of this response and rule that AESPR has complied fully with the Order; otherwise, AESPR respectfully requests the DNER to schedule a meeting or hold an administrative hearing where the Order and its requirements are discussed in light of AESPR's position as discussed herein.

But for the disruptions caused by non-governmental groups and others preventing access to the landfill by trucks carrying Agremax, any surplus Agremax could also be disposed of in a RCRA Subtitle D compliant landfill because, as explained above, Agremax does not fall within the definition of "coal ash" or "coal combustion residuals" in Act 40-2017. Delivery of Agremax to a landfill for disposal (or use) is also allowed under previous EQB Resolutions, as well as under the federal Coal Combustion Residuals Rule administered by the U.S. Environmental Protection Agency.

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IV. Notification

We are also providing a true and exact copy of this response, by certified mail – returned receipt requested, to the following DNER personnel: Mr. Ricardo Pallens Cruz, Esq. Manager, Land Pollution Control Division; Mrs. Vanessa del Moral, Manager, Guayama Regional Office; and Samuel Acosta Camacho, Esq., Acting Manager of the Office of Legal Affairs at PO Box 11488, San Juan, PR 00910. We are also serving - as a courtesy - a true and exact copy of this response, by certified mail – returned receipt requested, to the following USEPA personnel: the Regional Administrator of USEPA, Region 2, 290 Broadway Avenue, New York, New York, 10007-1866; and, Mrs. Carmen Guerrero, USEPA-CEPD, City View Plaza II – Suite 7000, #48 Rd. 165 km 1.2 Guaynabo, PR 00968-8069.

Should you have any question regarding the foregoing, please contact the undersigned at your convenience.

011

Cordial

Jerry Lucas Marrero

Antonio L. Collazo

c: Mr. Manuel Mata

Mr. Marc Michael

Mr. Rafael Quintana

Mr. Héctor Ávila

Sam Boxerman, Esq.

ATTACHMENT

CODE NAME: "CONGENBILL", EDITION 1994			Page 1
Shipper	BILL OF LADING	B/L No.	P-17008
AES Puerto Rico, LP PO Box 1890 Guayama P.R. 00785 Contact: Carlos Gonzalez (787) 510-623			
Consignee	Reference No.	Voyage	NO. 17018
Keystone Properties, LLC 1915 Wigmore Street Jacksonville, FL 32206 Contact: Phil Hetzner (781) 929-0195			
Notify address			
Keystone Properties, LLC 1915 Wigmore Street Jacksonville, FL 32206 Contact: Phil Hetzner (781) 929-0195			
Vessel	Port of loading	*	
Sheila Moran / Portsmouth Port of discharge Jacksonville, Florida, USA	Las Mareas, Guayama, Puerto Rico		
Shipper's description of goods		Net Wei	ight
Manufactured Aggregate - (a coal comb which has been hydrated to produce an	oustion product composed of fly ash and bed ash aggregate)	13,5	15.98 NET TONS
FREIGHT PAYABLE AS PER CHARTE	R PARTY DATED: JAN 30,2017		

ON BOARD

(of wich NIL on deck at Shipper's risk; the Carrier not being responsible for loss or damage howsoever arising)

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Freight payable as per CHARTER-PARTY dated	lanuary 30,	2017	SHIPPED	at the Port of Loading In apparent good order and condition on board the vessel for carriage to the		
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			above.	, , , , , , , , , , , , , , , , , , , ,		
FREIGHT ADVANCE.			Weight, measure, quality	, quantity, condition, contents and value unknown.		
Received on account of freight:			IN WITNESS whereof the	N WITNESS whereof the Master or Agent of the said Vessel has signed the		
			number of Bills of Lading	Indicated bellow all of this tenor and date, any one		
			of wich being accomplishe	d the others shall be void.		
Time used for loadingdayshours.		OR CONDITIONS OF CARRIAGE SEE OVERLEAF				
		Freight p	payable at	Place and date of issue		
				Las Mareas, Guayama, Puerto Rico		
AS PER		C/P	8/ 10 /2017			
		Number	of original Bs/L	Signature		
			THREE (3)	Master of Shella Moran / Portsmouth Captain or		
				Authorized Agent		
	Į					

CODE NAME: "CONGENBILL", EDITION 199	14			Page 1	
Shipper		BILL OF LADING	B/L No.	M-17023	
AES Puerto Rico, LP PO Box 1890 Guayama P.R. 00785 Contact: Carlos Gonzalez (787) 510	-6222	TO BE USED WITH CHA	RTER-PARTY DATED	0: 01/30/47	
Consignee		Reference No.	Voyag	ge NO. 17023	
Keystone Properties, LLC 1915 Wigmore Street Jacksonville, FL 32206 Contact: Phil Hetzner (781) 929-019	5				
Notify address					
Keystone Properties, LLC 1915 Wigmore Street Jacksonville, FL 32206 Contact: Phil Hetzner (781) 929-019	5	•			
Vessel	Port of loading				
Alice Moran / Montville	Las Mareas, Gu	uayama, Puerto Rico		· · · · · · · · · · · · · · · · · · ·	
Port of discharge Jacksonville, Florida, USA Shipper's description of goods			Net W	elght	-
Manufactured Aggregate - (a coal or which has been hydrated to produce		omposed of fly ash and bed ash	1	14,409.53	_NET TONS
FREIGHT PAYABLE AS PER CHAF	RTER PARTY DATE	D: JAN 30,2017			
ON BOARD					

(of wich NIt. on deck at Shipper's risk; the Carrier not

being responsible for loss or damage howsoever arising) at the Port of Loading in apparent good order and Freight payable as per SHIPPED CHARTER-PARTY dated January 30, 2017 condition on board the vessel for carriage to the Port of Discharge or so near thereto as she may safely get the goods specified FREIGHT ADVANCE. Weight, measure, quality, quantity, condition, contents and value unknown. Received on account of freight: IN WITNESS whereof the Master or Agent of the said Vessel has signed the number of Bills of Lading Indicated beliow all of this tenor and date, any one of wich being accomplished the others shall be void. Time used for loading......days.....hours. FOR CONDITIONS OF CARRIAGE SEE OVERLEAF Freight payable at Place and date of issue Las Mareas, Guayama, Puerto Rico AS PER C/P 8/ 27 /2017 Number of original Bs/l. Signature THREE (3) Master of Alice Moran / Montville Captain or Authorized Agent

Shipper	7			BILL OF LADING TO BE USED WITH CHARTER-PARTIES	B/L, No.	SLNC-7-01	
AES Puerto Rico, LP							
PO Box 1890							
Guayama, PR 00785		•					
Contact: Carlos Gonzales	(787) 510-	-6222					
Consignee	William County			* .	AND THE SE AND	6 R 66 M . M	
Keystone Properties, LLC					HIKIN:	INAL	
1915 Wigmore Street			*		AN HAT IL AN	en na cu (P	
Jacksonville, FL 32206				·			
Notify Party							
Keystone Poperties, LLC							
1915 Wigmore Street	*	**					
Jacksonville, FL 32206					*		
Contact: Val Schwec (904)	438-3137	'					
Vessel.	Voyaga No.	Port of loading					
ITB SLNC MOKU PAHU	7	Las Mareas,	Guayama,	PR			
Port of discharge							
Jacksonville, Florida, USA							
Shippers description of goods					· Gross Weight		
Manufactured Agregate - (which has been hydrated to			uct compos	sed of Fly ash and bed ash		MT 32,103.09	

FREIGHT PAYABLE AS PER CHARTER PARTY

Freight payable as per		SHIPPED	at the Port of Loading in apparent good order and		
CHARTER PARTY DATED FEBRUARY 7th 2018		condition on board the Vessel for corrieage to the part of Discharge or so near threate as she may safely got the goods specified above.			
		Weight, measure, quality, quantity, condition, contents and value unknown.			
	*	IN WITNESS whereof of the Master or Agents of the said Vessel has atgned			
FREIGHT ADVANCE		the numbers of Lading Indicated below all of this lenor and date			
Received on account of treight:		any one of which being	accomplished the others shall be void.		
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Time used for loading	irs.		CARRIAGE SEE OVERLEAF		
Fre	light Payable at		Place and date of Issue		
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	-		Capt, Robert Abbott		

Shipper .	4		BILL OF LADING	DII AL-	01 NO 0 04
AES Puerto Rico, LP			TO BE USED WITH CHARTER-PARTIES	B/L No.	SLNC-8-01
PO Box 1890				*	
Guayama, PR 00785					
Contact: Carlos Gonzales	787) 510-	6222			
Consignee					
Keystone Properties, LLC				nois death on	ES W M.C.
1915 Wigmore Street					
Jacksonville, FL 32206				AND THE RE	GINAL
Notify Party					
Keystone Poperties, LLC					
1915 Wigmore Street					
Jacksonville, FL 32206					
Contact: Val Schwec (904)	438-3137				
Veskel	Voyage No.	Port of feeding ·			
ITB SLNC MOKU PAHU	8	Las Mareas, Guayar	ma DD		
Port of discharge	<u> </u>	Las Mareas, Guayar	ila, FR		
Jacksonville, Florida, USA					
Shipper's description of goods				Gross Weight	
Manufactured Agregate - (a which has been hydrated to	ocal com produce	nbustion Product compan agregate)	posed of Fly ash and bed ash	35,675.46	sT .

FREIGHT PAYABLE AS PER CHARTER PARTY

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Dre numbers of La	ading indicated below all of this terror and date		
	being accomplished the others shall be vold.		
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	Place and date of issue		
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of wich being accomplished the others shall be void.

Place and date of issue

Captain John D. Hawkins AUTHORIZED AGENT

09 May, 2018

Signature

LAS MAREAS, GUAYAMA, PUERTO RICO

MASTER OF M/V Mississippi Enterprise

hours. FOR CONDITIONS OF CARRIAGE SEE OVERLEAF

Freight payable at

Number of original Bs/L

3/3 (THREE/THREE)

AS PER C/P

Time used for loading......days.....

Page 1

CODE NAME: "CONGENBILL", EDITION 1994

AES Puerto Rico, LP PO Box 1890 Guayama, PR 00785 Contact: Carlos Gonzalez (787) 510-6222

BILL OF LADING

B/L No. XX 1

TO BE USED WITH CHARTER-PARTY DATED

8/1/2018

Consignee

Reference No.

18009

Keystone Properties, LLC 1915 Wigmore Street Jacksonville, FL 32206 Contact: Phil Hetzner (781) 929-0195

ORIGINAL

Notify address

Keystone Properties, LLC 1915 Wigmore Street Jacksonville, FL 32206 Contact: Phil Hetzner (781) 929-0195

Vessal

Port of loading

ATB MARY ANN MORAN / VIRGINIA Las Mareas, Guayama, PR

Port of discharge

Jacksonville, FL, USA

Shipper's description of goods

Gross weight **NET WT** 26,714.44

Manufactured Aggregate - (a coal comubustion product composed of fly ash and bed ash which has been hydrated to produce an aggregate)

FREIGHT PAYABLE AS PER CHARTER PARTY

DATED: 8/1/2018

ON BOARD

(of wich

NIL

on deck at Shipper's risk; the Carrier not

being responsible for loss or damage howsoever arising)

Freight payable as per at the Port of Loading in apparent good order and SHIPPED CHARTER-PARTY dated condition on board the vessel for carriage to the 8/1/18 Port of Discharge or so near thereto as she may safely get the goods specified above. FREIGHT ADVANCE. Weight, measure, quality, quantity, condition, contents and value unknown. IN WITNESS whereof the Master or Agent of the said Vessel has signed the Received on account of freight: number of Bills of Lading indicated beliew all of this tenor and date, any one of wich being accomplished the others shall be vold. .hours. FOR CONDITIONS OF CARRIAGE SEE OVERLEAF Time used for loading......days..... Freight payable at Place and date of issue Las Mareas, Guayama, Puerto Rico As per C/P Date: 8.11.18 Number of original Bs/L Signature

THREE (3)

MASTER OF ATB Mary Ann Moran / Virginia

CAPTAIN OR

AUTHORIZED AGENT